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ABSTRACT

Since its inception in 1972, the Higher Education Cooperation Act (HECA) is proving to be an effective agent for improving Illinois higher education, and at a nominal cost. Various HECA projects aimed at encouraging international cooperation and increasing access to higher education have involved in some way nearly every public and private college and university in the state. In spite of minimal funding, many HECA projects are already operating with distinction. The Quad-Cities Graduate Studies Center has brought quality graduate education to hundreds of students in the Quad-Cities area without the need to establish a new graduate institution or new graduate program. The Southern Illinois Collegiate Common Market is bringing senior and junior institutions together in an effort to provide needed inservice education for the citizens of this region without duplicating ongoing programs. Rigorous evaluation of the heca program has been undertaken by the HECA staff members and by external consultants. After an introduction and summary, this document defines HECA, how it works, and how effective it is. Appendixes include fiscal 1973 HECA grants approved; the fiscal 1974 HECA grant; and a brief picture of the recent history of interinstitutional cooperation in Illinois. (Author/PG)

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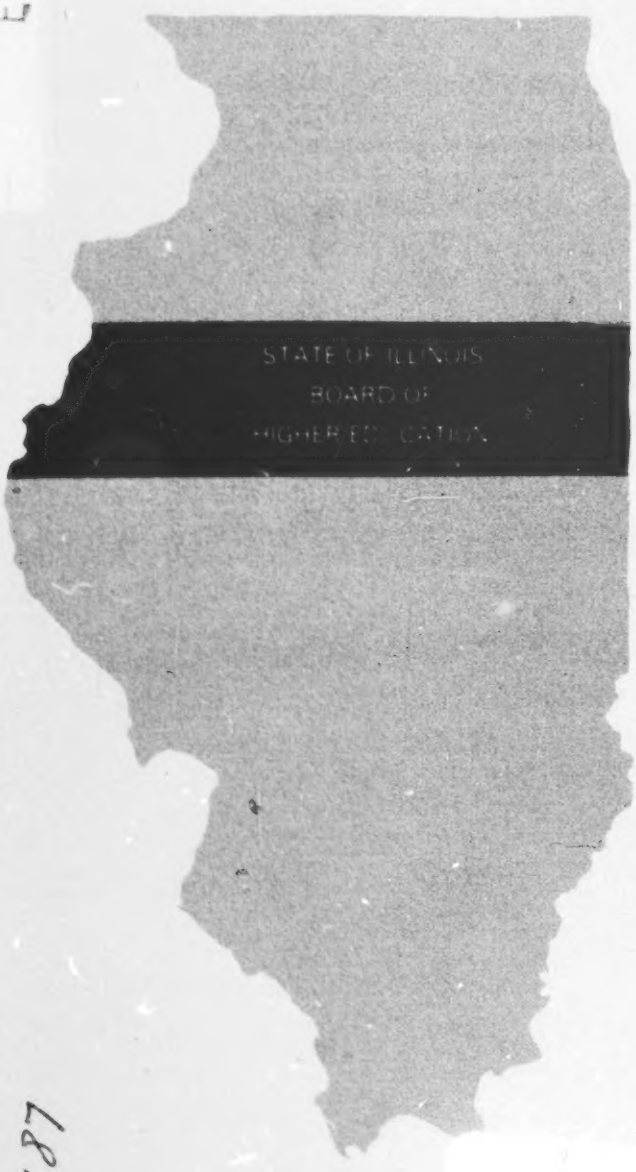

PROGRESS THROUGH COOPERATION

A Report on the Higher Education Cooperation Act

May, 1974

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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PROGRESS THROUGH COOPERATION

A Report on The Illinois Higher Education Cooperation Act (HECA)

Illinois Board of Higher Education
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June, 1974

Table of Contents

Summary 1

Introduction 4

What is HECA? 6

How does HECA work? 7

How effective is HECA? 9

Appendices

A. Fiscal 1973 HECA Grants Approved . . 29

B. Fiscal 1974 HECA Grants 33

C. A Brief picture of the recent history of interinstitutional cooperation in Illinois 39

SUMMARY

Since its inception in 1972, the Higher Education Cooperation Act (HECA) is proving to be an effective agent for improving Illinois higher education, and at a very nominal cost. Various HECA projects aimed at encouraging interinstitutional cooperation and increasing access to higher education have involved in some way nearly every public and private college and university in the state. And yet, the HECA budget represents less than one tenth of one percent of the state's budget for higher education, and the recommended increase in HECA funds for FY-75 represents less than one percent of the recommended increase in the total higher education budget.

Over the past two years, the Board staff has received nearly 150 HECA proposals requesting a total of approximately five million dollars. The funding level has been $350,000 per year, with mandated commitments of $90,000 in the first and $70,000 in the second year. Because of limited funds, it has been possible for the Board to approve only 42 proposals. Thus, many excellent programs have gone unsupported. Moreover, a large number of those proposals that have been approved have received only minimal funds for planning and pilot programs, often considerably below the level of support requested.

In spite of this minimal funding, many HECA projects are already operating with distinction. The Quad-Cities

Graduate Studies Center, which is mandated for support in the Act itself, has brought quality graduate education to hundreds of students in the Quad-Cities area without the need to establish a new graduate institution or new graduate program. A similar center in the Rockford area and another in Decatur are being developed with HECA funds. The Southern Illinois Collegiate Common Market, funded by HECA, is bringing senior and junior institutions together in an effort to provide needed in-service education for the citizens of this region without duplicating ongoing programs. Rend Lake College, Shawnee College, John A. Logan College, and Southeastern Illinois College each contribute $2,000; Southern Illinois University contributes $8,000; and the current IBHE funding is for $18,000. Similar results could be cited for other HECA projects, even though most of the programs and funding patterns have been underway for less than a year.

Rigorous evaluation of the HECA program has been undertaken by IBHE staff members and by external consultants. And several outside observers have written about the program also. The significant results of interinstitutional cooperation to the State of Illinois are fourfold: interinstitutional cooperation saves substantial monies through cost-avoidance; it extends educational opportunities; it is developing new and needed programs; and it encourages cooperative solutions to other educational problems.

The views of the external consultants and observers can be summarized by a recent statement by Dr. Lewis D. Patterson, Cooperative Programs Director for the American Association for Higher Education: "Through the HECA Program, Illinois State has become a prototype model for the nation in stimulating effective regional voluntary cooperation in post-secondary education. . . . It would be tragic if Illinois did not continue and expand this significant program at a time when closer inter-relationship of institutions is critical and at a time when other states are looking at this only model of success at the state level."

The evaluation of HECA has been considerably more extensive and intensive than undertaken by new or ongoing programs, and even more rigorous evaluation is planned for the future. Based upon what has been learned to date, one can say that HECA is having a positive impact far beyond the limited funds available. HECA is becoming an observable and significant force in improving post-secondary education in Illinois.

INTRODUCTION

One night a week, two teachers at Central High School in Davenport, Iowa drive across the Mississippi River to Rock Island, Illinois to take graduate courses at the Quad-Cities Graduate Center. This quarter they are enrolled in courses offered by Western Illinois University, although the school has no campus there. These teachers were among the 4,350 registrations in 1973-74. They could have chosen from 298 courses, offered by six universities. With the equivalent of 650 full-time graduate students, the Quad-Cities Center is larger than one-half the graduate programs in the United States.

Through the medium of cooperation, thousands of Illinois citizens have received college credit at the Quad-Cities Center since its inception. The Center owns no classrooms or facilities. It pays nominal fees to rent space from about a dozen sources, ranging from the public schools to the U. S. Army Weapons Command Arsenal at Rock Island. Through the Higher Education Cooperation Act (HECA), the State of Illinois pays the modest sum of $70,000 for the Quad-Cities Center. The State of Iowa pays another $50,000, and local contributions from local businessmen continue to be significant.

Other examples of HECA supported programs can be given. For example, the Southern Illinois Collegiate Common Market

(SICCC) is an incorporated consortium consisting of John A. Logan College, Rend Lake College, Shawnee College, Southeastern Illinois College, and Southern Illinois University at Carbondale. It is assisting a significant segment of the State--one that stretches 100 miles from Mt. Vernon on the North to Cairo on the South, and 85 miles from Carmi on the East to Gorham on the West. The $18,000 awarded through HECA is matched by $13,000 voluntarily allocated from the budgets of the five institutions. In addition, each of the five institutions contributes human and material resources that can be valued at an amount several times greater than the HECA grant.

One of ISCCC's activities is the establishment of an associate degree in nursing (ADN) program. The Council determined that the ADN program was a high priority because of a severe shortage of registered nurses in the region. Since clinical facilities are widely dispersed, this program must be a cooperative one. Each member institution has committed $40,000 to the program thereby allowing each to benefit from a program that would be beyond the fiscal resources of any single institution. Although the ADN program will not begin until September, 1974, the National League for Nursing has already identified this program as one of the 32 nationwide Open Curriculum Pilot Projects. This designation means that guidance and consultation will be available in developing and evaluating this program.

WHAT IS HECA?

The 77th General Assembly passed House Bill 4528, known as the "Higher Education Cooperation Act". The Bill provided $350,000 for grants to programs of inter-institutional cooperation in higher education, stating: "Any public institution of higher education may participate in the establishment and operation of programs of inter-institutional cooperation with other public institutions of higher education or with non-public institutions of higher education or with both public and non-public institutions of higher education." Only "Not-for-profit" institutions are eligible for funds. Based upon the identification of $50,000 for the Quad-Cities Graduate Study Center in Bill 4528 and the earlier decision of the Board of Higher Education at its January 4, 1972, meeting to recommend $40,000 for the Rockford Graduate Center, the funds available for general allocation were $260,000. (See Appendix A for grants awarded in 1972.)

The 78th General Assembly (1973) approved $350,000 for interinstitutional cooperation, using the same language as House Bill No. 4528. Based upon the identification of not more than $71,000 for the Quad-Cities Graduate Center, the available funds for general allocation were $279,000. (See Appendix B for grants awarded in 1973.)

The Higher Education Cooperation Act did not just happen; it is the outgrowth of interest and action in

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interinstitutional cooperation in Illinois. Appendix C gives some historical background of interinstitutional cooperation in Illinois.

HOW DOES HECA WORK?

The following criteria were approved by the Board of Higher Education at its September 1972 meeting:

> Criteria for judging proposals related directly to provisions in House Bill No. 4528, to Master Plan, Phase III, and to BHE staff criteria.
>
> Two provisions in House Bill 4528 relate directly to criteria for judging proposals:
>
> 1. "A program of financial assistance to programs of interinstitutional cooperation in higher education is established to implement the policy of encouraging such cooperation in order to achieve:
>
>   - an effective use of educational resources
>   - an equitable distribution of educational services
>   - the development of innovative concepts and applications."
>
> 2. "In awarding grants to interinstitutional programs under this Act, the Board shall consider in relation to each program:
>
>   - whether the local community is substantially involved
>   - whether the plan is consistent with the Illinois master plan for higher education
>   - and such other criteria as it (BHE) determines to be appropriate."
>
> House Bill 4528 asks whether the proposal is consistent with Master Plan, Phase III. Provisions of the Master Plan appropriate to Bill 4528 speak about possible "common market" activities:

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> "Possibilities for cooperative programs among the public and private colleges and universities include the broad utilization of high-cost educational resources, such as computers, libraries, and graduate programs, the sharing and interchangeability of special institutional capabilities such as faculty, programs and facilities to provide wider educational or community services to that region."

The staff of the Board of Higher Education, in addition, considers these criteria in appraising proposals:

- educational significance
- soundness of design, procedure or operational plan
- relationship between ends to be achieved to means for their accomplishment.

In 1972 and 1973, the staff of the IBHE received nearly 150 HECA proposals requesting approximately five million dollars. Because of very limited funds, it has been possible for the Board to approve only 42 proposals. Most of the approved proposals have received only minimal funds for planning and pilot programs, often considerably below the level of support requested. Needless to say, many excellent programs have gone unsupported.

Each proposal is reviewed by two panels who operate independently. One is an IBHE staff panel and the other is a panel of three prominent educators from outside of Illinois: Dr. Doris Seward, Executive Assistant to President Oswald at The Pennsylvania State University, and Professor of Human Development; Dr. John E. Cleek, President, South Oklahoma City Junior Colleges; and Dr. John S. Gibson, Lincoln Filene Professor of Political Science, Tufts University.

Final IBHE staff recommendations are submitted to the IBHE Board in November or December. Successful proposals are required to sign a contract that was developed by BHE legal counsel.

HOW EFFECTIVE IS HECA?

Evaluation is an integral part of the HECA program, and every approved proposal has an evaluation plan built into it. Within 60 days after the project's termination, the project is required to submit an evaluation to the IBHE staff. In addition, each completed project thusfar has been evaluated through a personal interview with the three external consultants who make their own independent appraisals. And, finally, BHE staff members evaluate the overall effectiveness of the terminated projects.

These evaluations are summarized in this section in two ways. The first summary--four benefits from HECA--draws upon materials from the project directors and from observations made by IBHE staff members who work directly with the HECA program. The second section gives observations made by out-of-state observers and consultants. Since these educators have no vested interests in specific aspects of the Illinois scene, one can assume that their reports would carry a healthy degree of impartiality.

Four Concrete Benefits from HECA

Cooperation is a good thing; everyone is in favor of it, and grandiose claims are made for its benefits. But what concrete results can be identified? The significant results of interinstitutional cooperation to the State of Illinois are fourfold: interinstitutional cooperation saves substantial monies through cost-avoidance; it extends educational opportunities; it is developing new and needed programs; and it encourages cooperative solutions to other educational problems.

Cost-avoidance

This term refers to costs that are avoided or savings realized through interinstitutional cooperation. Some concrete examples of cost-avoidance in HECA programs are given, and the list is by no means exhaustive.

The Graduate Studies Center at Millikin University coordinates off-campus courses and programs offered by Eastern Illinois University, Illinois State University, Sangamon State University, and the University of Illinois at Urbana-Champaign. These institutions are, on the average, a 90-mile round trip from Decatur. A Sangamon State University marketing professor in a Human Resource Management course found a savings of 27,000 student travel miles for her course in the Spring of 1974. Assuming a typical savings of 20,000 student miles per course, in two years of operation in which 55 courses were given the Center has saved students

over a million miles of driving. At fifty cents and 15 miles per gallon, more than $36,000 in student savings were realized in gasoline costs alone. Similar calculations could be made for several other HECA-sponsored programs.

The Quad-Cities Graduate Center will have approximately 4350 registrations for 1973-74. The average student course load is 2.75 semester hours; therefore, Center students will have generated approximately 12,000 student semester hours. Converted to full-time equivalents, this figure represents about 650 full-time students. A 1972 study by the University of Iowa estimated the cost for a full-time graduate student at the master's level was $2669 per academic year. Based upon this estimate, the campus cost represented by the Center's 650 students would be approximately 1.7 million dollars.

The Graduate Center staff has found that the maximum total cost of providing instruction at the Center last year was $720,000. If the operational costs of the Center are added, the overall cost is $840,000. Compared with the 1.7 million dollars for on-campus cost for a similar number of students, a cost saving of $860,000 is realized for Iowa and Illinois, or $430,000 for each state. Finally, two additional points are significant: Students have paid 1.66 million dollars in tuition, which the Center has funneled into the tuition income accounts of the nine member institutions. And the business and industrial community has

contributed $182,000 to the operational expense of the Center--a significant way of saying, "We need the Quad-Cities Graduate Study Center".

The Illowa Higher Education Consortium serves 13 institutions in West Central Illinois and Eastern Iowa. Although the Consortium has been operational for less than one year, some savings are already evident in the libraries. Western Illinois University has extended full library privileges to the students of all schools in the Consortium. The students may check-out books for their own use by merely presenting their validated identification card from their own schools. Some of the other schools are also doing this on a more limited basis. For example, Knox, Monmouth and Carl Sandburg libraries have extended these privileges to each other.

Approximately $35 is required to purchase and shelve a book, and more is needed for technical books. Technical books are the ones most often used by students going from Knox and Monmouth to Western. It is estimated that a minimum of 10 students from each campus are going to another and using at least five books. This cooperative arrangement makes 600 books available at $35 each and results in a savings of $21,000 to the user institutions.

The libraries also are sharing their lists of journal holdings, thereby allowing students and staff members in Consortial institutions to know which libraries have what journals. Individuals can go directly to the library or

request copies of an article. It is estimated that an average of 20 students per campus use this service. With an average institutional journal subscription of approximately $30, a savings of $7,200 is realized.

The Southern Illinois Collegiate Common Market is initiating an associate degree in nursing (ADN) at considerable savings to the respective institutions. The cost of the planning year and the initial instructional year will be approximately $200,000, which is the sum of money that would be required of any single institution undertaking the program on its own. Through the Common Market approach, however, each institution will spend only about $40,000 to begin this program. It is quite unlikely that any single institution could generate the $200,000 on its own.

Cost avoidance is a significant aspect of the HECA programs. One of the out-of-state consultants, John Gibson, estimated that at least five times the HECA outlay has been contributed in kind by the respective institutions, individuals, and industries. There is no doubt that significant savings to the taxpayers of Illinois have accrued from the HECA program, but there are other important benefits.

Extending Educational Opportunities

Through cooperative scheduling of courses approved by the American Institute for Banking, nearly 300 bankers in

the area served by the Southern Illinois Collegiate Common Market have participated in courses that normally would not be available to them. Also, in cooperation with Kaskaskia Community College and Illinois Eastern Community College, the SICCM has offered two community college courses via WSIU-TV. Over 100 people have participated in these previously unaccessible courses.

The Rockford Regional Academic Center will begin in the Fall of 1974 to offer upper division and graduate courses through several universities. Serving the second largest metropolitan area in the state, the Rockford Center will have no permanent classrooms or facilities. Over the years, thousands of citizens in this area of the State should have first-rate educational opportunities close at hand, and they will be provided without the millions of public dollars that would be required to build a permanent campus there.

The bricks and mortar era of higher education is over for the foreseeable future, yet greater numbers of youth and adults are desiring and demanding further education. The regional center concept allows for flexible and new ways of meeting these growing educational interests--and without the investment of millions of dollars in permanent structures and facilities. HECA is at the front of this national movement, and it is bringing about new educational delivery systems that already are having significant impact

on post-secondary education in Illinois. And the influence of HECA-sponsored programs can be considerably greater in the future.

Initiating New Programs

Several promising new programs are being developed with HECA support. For example, how does a region plan for the most effective use of its total educational resources? One approach is being spearheaded by Waubonsee Community College, in cooperation with Aurora College, Elgin Community College, Judson College, Northern Illinois University, and affiliated and community agencies. This program is undertaking an inventory of all educational resources in the Kane County area, developing a planning body that can represent the major educational interests of the area, and ultimately will recommend what educational activities might be done most effectively by which institution or agency. This HECA program can provide valuable insights and understandings of the mechanisms for planning that will allow all educational resources of an area to be used to the best interests of the youth and adults who live there.

The University of Illinois at Urbana-Champaign was the applicant institution for a "Feasibility Study of Automated Cataloging and Bibliographical Network". Cooperating institutions were Chicago State University, Eastern Illinois University, Governors State University, Illinois State

University, Northeastern Illinois University, Northern Illinois University, Sangamon State University, Southern Illinois University at Carbondale, Southern Illinois University at Edwardsville, University of Illinois at Chicago Circle, University of Illinois at the Medical Center, and Western Illinois University. The $7,000 grant was used to have developed a detailed and technical report that recommended the Council of Directors, State University Libraries of Illinois (CODSULI) proceed to establish and organize a computerized bibliographic network. One librarian estimated that the quality of the $7,000 study was better than some $25,000 to $30,000 studies that he had seen on the same subject. CODSULI is now proceeding to establish an "on-line automated bibliographical and cataloging system with the capability of expansion into a comprehensive network of Illinois libraries". Such a system can provide ready access to the vast array of learning resource materials in Illinois libraries, and it can save millions of dollars through avoiding unnecessary duplication.

Other new and promising HECA programs can be found in Appendices A and B. Not all HECA programs are successes. One should not be surprised to see some HECA programs that were not successful. Analyses of these programs are underway in order that positive lessons might be learned from them.

Encouraging Cooperative Solutions To Educational Problems

Cooperation does not just happen, whether in marriage, football, or interinstitutional efforts. It requires practice, favorable circumstances, and some initial success. Where there is little common interest there will be little reason to cooperate. Where there is little experience in cooperation, one cannot expect much success from initial efforts. The Millikin Graduate Studies Center finds that a "cooperative spirit has been engendered among faculty and administrators in both the public and private sector. These persons are well acquainted now, and have begun to develop common enterprises. . . ." Similar stories could be told about every regional council and most other interinstitutional programs. This spirit is evident in the cooperative arrangements that are being developed between Rosary College Graduate School of Library Science and Loyola University's Stritch School of Medicine. Successful teamwork is a social phenomenon, and the interinstitutional programs sponsored by HECA are providing cooperative experiences and circumstances that are spilling over into many other educational endeavors. When educators, experienced in cooperative endeavors and optimistic about some mutually achievable result, sit down to work at common problems--things happen.

In a national study of the consortia movement sponsored by the Danforth Foundation, Dr. Franklin Patterson wrote of

the Illinois program: "The Board of Higher Education in Illinois was interpreting its powers in making grants under the Act in a way which favored innovative and creative interinstitutional cooperation." Dr. Patterson expressed the hope that other state governments would adopt the pattern established in Illinois.

HECA is a forward-looking program that is allowing Illinois educators to learn more about interinstitutional cooperation than anywhere else in the nation. If curricular flexibility and lifelong learning are waves of the future, as at least four nationally prominent studies have suggested within the past year, then the State of Illinois is at the top-of-the-class. HECA has been the vehicle for this significant development.

Evaluations by out-of-state observers and consultants

What do the evaluations say about HECA? Perhaps the most objective reports are those made by impartial, out-of-state observers. The three-member external review team has been in Illinois four times and therefore its members are building an experiental base for their recommendations. Following their two-day session on October 5-6, 1973, for the purpose of recommending proposals for 1973 funding, two of the three consultants wrote some observations about the overall program:

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John Gibson

I would like to take this opportunity to write to you as soon as possible after my trip to Springfield to offer some reflections on the interinstitutional program sponsored by the Illinois Board of Higher Education. Our first review of proposals seeking funding for a wide variety of projects concerned with interinstitutional collaboration last year and the second round of reviews last week has made me more convinced than ever that this program is one of the most significant undertakings in higher education in the United States.

As you and our colleagues examined over sixty proposals last week, the innovative and dynamic nature of many of the plans brought forth collaborative projects that would not have been possible by any other kind of an incentive program. Furthermore, it was particularly exciting to pass affirmatively on a number of projects that we approved the previous year and to see how well they have succeeded during the past academic year. As I indicated to you, I am recommending as an adviser to the Massachusetts Secretary for Educational Affairs, Dr. Joseph Cronin, that such an interinstitutional program be adopted in Massachusetts and that we draw upon the Illinois program as the major source for information on how to proceed. Representative Michael Daly, the chairman of the Joint Committee on Education of the Massachusetts General Court, has requested from me a memorandum on this concept and I trust we will take some initiative in the very near future toward the end of adopting your program in our state. Representative Daly is particularly interested in evidences of cost-saving to institutions and the manner in which collaboration among institutions can serve as an improved mechanism for educational service delivery beyond what an institution, acting on its own, can perform.

John Cleek

I want to thank you and the Board of Higher Education for allowing me to participate in the review of the interinstitutional cooperation grant proposals for the second year. Illinois is considerably ahead of most of the nation in this important field. Hopefully, other states will adopt a similar pattern.

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I thought it might be of some benefit to you and the Board for me to share some reflections and reactions regarding the program. These observations are made from the perspective of one familiar only at a distance with the structure and status of higher education in Illinois, but also from the perspective of one who has spent considerable time in the area of statewide coordination and planning as well as at the level of institutional administration.

1. The variety of structural forms which are emerging in various parts of the State of Illinois as related to interinstitutional cooperation and planning are, I think, of considerable value. Each appears to grow out of the particular circumstances prevailing in a given area both as to the demographic conditions as well as to the situation prevailing with reference to current educational opportunities.

2. The flexible approach which you have adopted, avoiding the imposition of rigid guidelines, is most commendable. You appear to be avoiding the danger of "over-administering" the program. In my judgment to do so would be to defeat the purpose for which it was developed.

3. Emphasis on process is good. Cooperation is an attitude which when encouraged may produce many beneficial results unanticipated in the beginning. Encouragement, therefore, to institutions to engage in various projects on a cooperative basis, may, and likely will, lead to other forms of cooperation in the future, all of which will benefit the State of Illinois in terms of the more effective and efficient use of available resources.

4. Avoidance of hardware purchase and tuition subsidy should be continued. The limited funds available to this program should be used directly and specifically for the encouragement of innovative kinds of cooperation rather than relieving financial problems which may be real but should be resolved in other ways.

5. I was also impressed with the evidence that non-traditional forms of instruction are being encouraged.

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6. The recognition that certain kinds of inter-institutional programs must be developed on a statewide basis is also important. I am thinking in particular of the telecommunications field. In my judgment, a gross error would be made if institutions were encouraged or permitted to develop telecommunication systems on a regional basis which might prove incompatable on a statewide basis. I am hopeful that the beginnings which have been made in this direction will be continued with the development of a statewide program.

On March 1-2, 1974, the external review team conducted evaluation interviews with directors of projects that terminated in 1972-73 as well as with directors of regional councils that were in their second year of operation. Each team member wrote some observations about his or her findings.

Doris Seward

Overall, the intent and the effect of the Higher Education Cooperation Act are laudable and merit continuing and increased support. Some of the projects are of a continuing and valuable nature, unable to sustain themselves without the general support of state resources. Some projects have demonstrated their worth in "pilot" studies as indications for sound expansion and greater support. Some projects were one-shot undertakings to seek and find a cooperative method. One or two projects were "losers," by which the state can add to its experience in future decisions on types of support. The general impact of the projects for inter-collegiate cooperation will be for definite and demonstrable cost savings and cost avoidance. The State of Illinois is leading the nation, it seems to me, in constructively tackling the fiscal issues of higher education in the next decade. This legislative program for inter-college cooperation maintains high standards of quality while promoting economical coordination and financial accountability.

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John Gibson

On the whole, HECA criteria as well as our own are well met by these projects. My impression in the absence of as hard evaluative data as I would wish is that the educational output and relevance of these projects are high and that the recipient of benefits from varied patterns of interinstitutional cooperation--the student--was very well served, and many thousands continue to be well-served. These are people whose lives and professions are being greatly advanced by a fairly modest investment by the State of Illinois. As taxpayers, they should know this and appreciate what the State has done and is doing for them. The "if this hadn't happened" approach to evaluation is not acceptable to sophisticated quantitative evaluation; however, it still is a good question and many lives would not have had increased options and opportunities if this all had not happened.

It might have happened to a much lesser degree if nonpublic funding had been secured to build facilities, hire faculties, and buy instructional resources. But funding under HECA has generated cooperative endeavors which have produced new resources, shared existing resources, and utilized resources that had not been allocated to higher education. The cost-avoidance/savings with respect to facilities, and noncash inputs by business institutions probably added up to at least five times the total funding of HECA by the State of Illinois, according to my estimates. Our total appraisal leads us to believe there is very little fat in these projects and that project administrators have very effectively utilized modest resources. It is the very concept of modest funding that is significant here and I am impressed by the auditing and accounting we have received from projects and/or their home institutions.

In brief, progress under the HECA has been excellent, the criteria on the whole have been met, the enthusiasm of project administration is very high, the prospects for continued resource input are bright, and further support by the State of Illinois will continue to produce the outstanding results of this program.

John Cleek

The people of Illinois are getting their monies worth! This is my overwhelming conclusion after spending two

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days reviewing the results of a dozen of the first year grants awarded by the Illinois Board of Higher Education, pursuant to the Higher Education Co-operation Act.

I know of no state in the nation which can come close to the record of the State of Illinois in the area of interinstitutional cooperation in higher education. Rather than pouring additional millions of the taxpayers' money into bricks and mortar, you have taken a few thousand dollars and developed innovative, cost-effective delivery systems which provide educational opportunity to thousands of young people and adults throughout the State.

I continue to be impressed by the diversity of design and structure that you have encouraged in different parts of the State. It appears that such diversity is a reflection of the unique needs and resources of the various areas.

While I do not want to discourage such diversity, it is my belief that considerable benefit would result from a one or two day workshop for the directors of the several projects allowing each to profit from the other's experience.

It would not be fair to say that the results achieved by all of the grants was comparable. Frankly, I was quite unimpressed by the outcome of several of the grants. However, it is an accepted fact that an experimental and innovative program will, by its very nature, involve a degree of failure to achieve expectations. The remarkable thing, however, is not that a few isolated projects were less successful than had been hoped, but rather that the overall results of the program had been so successful.

In spite of my disappointment, in a few cases, the people of Illinois have and will continue to benefit from their investment in this type program. I strongly endorse the request of the Illinois Board of Higher Education for an increase in funding for the year ahead.

On April 16, 1974, the nine regional councils funded by HECA met in a one-day information-sharing session. A regional council, for the purposes of HECA, is defined as

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consisting of two or more post-secondary institutions; having written rules and procedures; having regular meetings of members to develop programs and appraise progress; evidencing institutional commitment of human/material resources; and operating with rented or leased rather than permanent facilities. Two members of the external review team were able to attend the April 16 session, and one consultant submitted a report on the meeting:

John Cleek

> The recent opportunity to again assist you in the continued implementation of interinstitutional cooperation as provided for in the Higher Education Cooperation Act has reinforced my judgment regarding the high rate of return which the citizens of Illinois are receiving from this modest investment.
>
> In these days of "steady state" budgets, spiraling inflation, and extensive belt tightening, it is most encouraging to observe the seriousness of purpose with which you and your colleagues are working to more efficiently utilize the extensive resources which exist in the institutions of higher education in Illinois. In the years ahead, many other states will be looking to Illinois for guidance in this area.
>
> Without intending to disparage any of the fine efforts which are being made, I would single out two of the programs for special comment. The long-established Quad Cities Graduate Center is certainly a model to be followed by others in similar circumstances. This program appears to be avoiding the temptation to emerge as an institution in competition with traditional institutions yet is providing extensive service to its area.
>
> Also worthy of special note I feel is the Southern Illinois Collegiate Common Market. This new cooperative venture is well on the way to becoming a model program primarily at the lower division level. I am highly impressed by the cooperative programs in nursing, banking and law enforcement.

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One characteristic of each of these programs which may well be a strong factor contributing to their success is the extensive local financial support. Those programs dependent entirely on external funds would be well advised to follow the example of Quad Cities and Southern Illinois Collegiate Common Market.

Although impressed by the diversity of structure and operation of the various Councils and Consortia, I feel strongly the need for a clear distinction between traditional institutions and the role of cooperative ventures. Illinois may have a need for additional institutions of higher education; however, if this is determined to be the case, they should be created in proper manner and not as a result of a consortium or council assuming the role and function of an institution.

One suggestion offered at the Workshop on April 16th would in my judgment effectively destroy the program. To simply allocate HECA monies on a formula basis would eliminate the incentive for creative and innovative cooperative efforts. The result would be for these funds to be lost entirely and the people would suffer.

Finally, some comments about the Workshop itself. In my judgment the one day "get acquainted" session was a success. The sharing of ideas and information was of obvious benefit to all of the directors, especially so in the case of the newer personnel.

Building on the foundation laid by this workshop, I suggest the need for follow-up efforts focusing on areas of common interest and/or special problem. Among the topics which might be discussed are: methods for obtaining institutional support, local support, granting of degrees, and the role of the director. These are only intended as examples of the types of topics you may choose to address.

I would suggest further that the Council and Consortia Directors be asked to prepare brief presentations addressing the topics with adequate time for group reaction to the ideas advanced.

As I indicated at the outset, HECA is a successful program worthy of the continuing support of the Governor and Legislature.

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The State of Illinois is developing a program of interinstitutional cooperation that is gaining attention outside of Illinois. On April 24, 1974, Dr. Lewis D. Patterson, Cooperative Programs Coordinator for the American Association for Higher Education, wrote about the Illinois program:

> Through the HECA Program, Illinois State has become a prototype model for the nation in stimulating effective regional voluntary cooperation in post-secondary education. Because of the flexible grass roots approach of the IBHE in administering the Program, it allows institutions to submit cooperative proposals voluntarily. It appears that HECA has achieved successes for Illinois that have been denied New York and other states. The more traditional bureaucratic approach to imposing regional coordination from the top down has failed miserably. Illinois has taken a leadership position in the complex frontier area of inter-relating its public and private institutions on a regional basis. Quad Cities is but one example of many of the groups to come such as the Rockford Regional Academic Center where a cost avoidance alone will justify the continuation and expansion of the HECA Program. It would be tragic if Illinois did not continue and expand this significant program at a time when the closer inter-relationship of institutions is critical and at a time when other states are looking at this only model of success at the state level.

Yet in Illinois we have only begun to scratch the surface of potential that is inherent in the concept of working together to work better.

How Effective Is HECA? An answer to the question posed at the beginning of this section can be developed from the various evaluations given in this report, from progress reports submitted by projects that run beyond one year, from IBHE

site visitation, and from the views of others that are apart from IBHE and the specific HECA projects. One recent report on the HECA program was written by a Fellow in the Administrative Intern Program, sponsored by the American Council on Education. Dr. Bert Bach is not an "outsider" in that he is on leave from his regular assignment at Millikin University but the ACE program did allow him to view the HECA program with a degree of detachment. Dr. Bach writes: "In examining the (HECA) programs, one senses a great deal of activity--most of which is useful--directed consciously or unconsciously toward the objectives embodied in Master Plan--Phase III. At the same time, one recognizes in the administrators a sense of searching, unsure explorations, excitement, and (occasionally) frustration. At the March 1974 Seminar on Cooperative Programs, sponsored by the American Association for Higher Education, an IBHE official was asked "why IBHE has not advertised a virtually unique program. The official responded: 'We at the Board believe we must produce before we profess.' Given what has been produced to date, a profession is perhaps in order."

The evaluation of HECA has been considerably more extensive and intensive than undertaken by new or ongoing programs, and even more rigorous evaluation is planned for the future. Based upon what has been learned to date, one can say that HECA is having a positive impact far beyond

the limited funds available. HECA is becoming an observable and significant force in improving post-secondary education in Illinois.

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APPENDIX A

Fiscal 1973 HECA Grants Approved by the Board of Higher Education on December 5, 1973.

	TITLE	APPLICANT INSTITUTION	COOPERATING INSTITUTIONS	SYNOPSIS	LEVEL OF FUNDING
1.	Further Development of the West Suburban Intercollegiate Council	North Central College	Aurora College, George Williams College, Illinois Benedictine College	To expand and to include neighboring institutions, and to explore new programs.	18,000
2.	Cooperative Program in Business Subjects	Northeastern Illinois University	Roosevelt University	To explore ways and means of developing a cooperative program in Business Administration at UNI.	14,000
3.	A study of the Joint Use of Faculty and Library Facilities	Rosary College	Loyola University and Stritch School of Medicine for the Education of Medical Librarians	To investigate the possibility of an expanded program of courses for the preparation of health science librarians.	11,000
4.	Development of Cooperative Program for Interinstitutional Conference of Colleges and Universities	Monmouth College	Augustana College, Black Hawk College, Bradley University, Eastern Iowa Community College District, Knox College, Illinois Central College; Marycrest College (Iowa) Quad-Cities Graduate Study Center, Quincy College, St. Ambrose College (Iowa), Carl Sandburg College, Spoon River College, Western Illinois University	To enable this newly formed Conference to conduct a study of potential cooperative programs	8,000
5.	Trial Participation in Statewide Computer Sharing in Higher Education	University of Illinois at Urbana-Champaign	Nine public and private institutions will be selected for participation	To test the technical, economical and operational considerations of remote computing through the installation of several remote computer access devices.	17,000

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6.	Development of a Serials Information System for the Northern Illinois Region	Illinois Regional Library Council	Council Members: Argonne National Laboratory, Associated Colleges of the Midwest, Bur Oak Library System, Center for Research Libraries, Chicago Public Library, Chicago State University, DePaul University, DuPage Library System, Governors State University, John Crerar Library, Loyola University, Newberry Library, North Suburban Library System, Northern Illinois Library System, Northwestern University, Roosevelt University, Suburban Library System, University of Chicago, University of Illinois at Chicago Circle, University of Illinois at the Medical Center	To provide ready access to the world's primary literature published in serial form.	14,000
7.	An Institute for Laboratory Experiences with Exceptional Children	MacMurray College	Illinois College, Sangamon State University, Western Illinois University	To establish an institute that will provide students an opportunity to have an intensive, laboratory experience with handicapped children.	14,000
8.	The Establishment of a Southern Illinois Collegiate Common Market	John A. Logan College	Rend Lake College, Shawnee College, Southeastern Illinois College, Southern Illinois University at Carbondale	To initiate a program of cooperative planning and resource sharing.	8,000
9.	Feasibility Study of Automated Cataloging and Bibliographical Network	University of Illinois at Urbana-Champaign	Chicago State University, Eastern Illinois University, Governors State University, Illinois State University, Northeastern Illinois University, Northern Illinois University, Sangamon State University, Southern Illinois University at Carbondale, Southern Illinois University at Edwardsville, University of Illinois at Chicago Circle, University of Illinois at the Medical Center, Western Illinois University	To conduct a feasibility study of a statewide cataloging and bibliographical network designed to provide on-line bibliographic access to holdings as well as to procure MARC-standard records of monographic and serial holdings.	7,000

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10.	Interinstitutional Teacher Education Field Centers	The Chicago Consortium of Colleges and Universities	Chicago State University, Concordia Teachers College, DePaul University, Governors State University, Loyola University, Northeastern Illinois University, Roosevelt University, University of Illinois at Chicago Circle	To develop a model for interinstitutional cooperation in developing secondary school teachers for urban areas.	16,000
11.	Educational-Relinking Network on Competency Module Development	Northern Illinois University	George Williams College, College of DuPage, Elgin Community College, Governors State University, North Central College, Elgin State Hospital	To design and implement a symposium around the development of college creditability competency experiences.	8,000
12.	Planning and establishment of a Cooperative Graduate Studies Center at Decatur	Millikin University	Eastern Illinois University, Illinois State University, Sangamon State University, University of Illinois at Urbana-Champaign	To support a graduate center that will serve to coordinate the offerings of graduate courses by five institutions.	16,000
13.	Establish interinstitutional programs in three areas	Carl Sandburg College	Carl Sandburg College, Knox College, Monmouth College	To plan and establish interinstitutional programs in library and computer sharing and attendance privileges.	7,000
14.	Development of a Regional Model for Interinstitutional Cooperation Utilizing Telecommunications Technology	Bradley University	Western Illinois University	To study and develop an organizational and engineering model of a regional system with initial emphasis on successful implementation of the WIU-BU link and its extension to the Quad-Cities.	17,000
15.	Two, 4-Day Institutes for College Teachers	University of Chicago	Seventy-five college teachers will be selected from private and public undergraduate institutions	To provide a forum for intensive academic interchange between college teachers and distinguished scholars.	16,000

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16.	A Multi-Dimensional Program for Geography Students	DePaul University	Mankato State College (Minnesota) and University of Northern Colorado	To provide geography students with intensive study in three environments - a dynamic urban area, mountainous arid climate and glaciated agricultural area.	5,000
17.	Cooperative Film Study Center	Art Institute of Chicago	Central YMCA College, Columbia College, DePaul University, Roosevelt University	To develop a film study center with a library of film reference material.	9,000
18.	Establishment of a Chicago Metropolitan Learning Resources Center and A UHF Television Channel	City Colleges of Chicago	Institutions and individuals in the Greater Metropolitan Chicago area	To develop a regional educational technological center at the disposal of all higher education institutions in the Chicago metropolitan area.	7,000
19.	Central Illinois Cultural Affairs Consortium	Illinois State University	Bradley University, Eureka College, Illinois Central College, Illinois State University, Illinois Wesleyan University, Knox College, Millikin University, University of Illinois at Urbana-Champaign	To provide a clearinghouse of cultural programs and opportunities in Central Illinois, and to coordinate cultural opportunities in the area.	13,000
20.	An Interinstitutional Program for Majors in Music	University of Illinois at Chicago Circle	Malcolm X College	To develop a new program leading to the Bachelor's degree in Music Education for students from Malcolm X College	18,000
21.	Illinois Council on Interinstitutional Programs in Asian and Middle Eastern Studies	University of Illinois at Urbana-Champaign	Bradley University, Illinois College, Illinois State University, Knox College, Monmouth College, Northeastern Illinois University, Northern Illinois University, Sangamon State University, Southern Illinois University at Carbondale, University of Illinois at Chicago Circle	To develop a statewide interinstitutional program of Asian and Middle East Studies.	17,000

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APPENDIX B
Fiscal 1974 HECA Grants

	Title of Proposal	Applicant Institution	Cooperating Institutions	Synopses	Funding Level
1.	Southern Illinois Collegiate Common Market--renewal	John A. Logan College	Rend Lake College, Shawnee College, Southeastern Illinois College, Southern Illinois University at Carbondale	This regional council, serving five Southern Illinois institutions of higher education, requests funds for continuation of program development and cooperative planning. The foci will be sharing of resources, programs, educational opportunities, and faculty; continuation of needs assessment of institutions and communities; exploration of programs in nursing and the allied health field; and development of cooperative in-service programs.	18,000
2.	Establishment of an On-Line Automated Bibliographical and Cataloging System with the Capability of Expansion into a Comprehensive Network of Illinois Libraries--renewal	Illinois State University	Illinois State Library and the Libraries of the 13 State University Libraries	The Council of Directors of the State University Libraries of Illinois (CODSULI), jointly with the Illinois State Library, proposes the establishment of an on-line automated bibliographical and cataloging system using the four Research and Development Libraries (Southern Illinois University at Carbondale, University of Illinois at Champaign-Urbana, Chicago Public Library, Illinois State University) as initial members of a network which would be affiliated with the Ohio College Library Center and would provide cataloging service through a shared bibliographical data base.	20,000
3.	Acculturation Workshop for Teachers of the Spanish-Speaking	Governors State University	Mundelein College	The six-week, summer program is designed to provide training for classroom teachers to enable them to work more effectively and sensitively with the 43,000 Spanish-speaking students in Chicago schools. The workshop has a dual target audience: those preparing to teach and teachers desiring in-service training related to Latino culture and materials, and ways of incorporating them into the classroom curriculum.	5,000
4.	Illowa Higher Education Consortium--renewal	Western Illinois University	Augustana College, Blackhawk College, Bradley University, Carl Sandburg College, Eastern Iowa Community College District, Knox College, Marycrest College, Monmouth College, St. Ambrose College, Western Illinois	The Consortium provides a continuing agency for cooperative planning and action to meet the higher educational needs in the region of West Central Illinois and Eastern Iowa. The funds will help support a number of specifically listed projects and support the planning necessary for meaningful cooperative activities. The ten members each contribute funds to the Consortium.	20,000

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5.	Graduate Studies Center at Millikin University—renewal	Millikin University	Eastern Illinois University, Illinois State University, Sangamon State University and University of Illinois at Urbana-Champaign	Funds are sought to continue and expand the Center's operation, which serves to provide opportunities for graduate study in the greater Decatur and Macon County area; to coordinate information about degree requirements of any institution in the State offering graduate study; encourage and stimulate innovative academic and instructional approaches; and avoid course duplication.	12,000
6.	Improved Learning Experiences for Disadvantaged Students	Illinois State University	Ball State University, Indiana State University, University of Illinois at Urbana-Champaign, and Western Illinois University	Five laboratory schools of the Consortium of Laboratory Schools of the Academic Affairs Conference of Midwestern Universities propose a pilot project to be conducted in the five laboratory schools for assessing and meeting personalized needs of students with problems that seriously impede their normal school progress.	8,000
7.	Cooperative Development of Environmental Studies	University of Illinois at Urbana-Champaign	Visiting faculty from other institutions of higher education will have temporary appointments at the Institute	This program will focus on involvement of qualified faculty from other campuses in environmental studies and programs of the Institute.	10,000
8.	Development and Implementation of a Health Education Consortium	University of Illinois at Urbana-Champaign	Eastern Illinois University, George Williams College, Northwestern University, Southern Illinois University at Carbondale, and Western Illinois University	The action phase of a program involving the in-service and re-training in health education of Illinois elementary and secondary school teachers through a coordinated inter-institutional program among six institutions is planned. The health consortium would be the most effective way of pooling resources and avoiding duplication.	10,500
9.	Course Materials for Alternative Instructional Systems	University of Illinois at Chicago Circle	Chicago State University, City Colleges of Chicago, Governors State University, and Northeastern Illinois University	The institutions will plan for a long-term cooperation in the production of course materials, systems of student access, proficiency tests, and evaluation of the system. The intent is to serve large numbers of unserved potential students in the greater Chicago area through the use of media and educational technology.	14,000

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10. Program Research and Development for Metro East-St. Louis Regional Council on Interinstitutional Cooperation (RCIC)	Southern Illinois University at Edwardsville	Council Members: Belleville Area College, Blackburn College, Greenville College, Kaskaskia College, Lewis and Clark Community College, McKendree College, Parks College of Aeronautical Technology of St. Louis University, Principia College Rend Lake College, and State Community College of East St. Louis	The RCIC, as a major organizational activity for FY 1974, plans to conduct research on the resources and needs of member institutions and their communities, which will provide a sound foundation for RCIC program development.	12,800
11. A Common Market Approach To Develop an Open University Delivery System for Preparation of Occupational Education Professional Personnel	Eastern Illinois University	Chicago State University, Illinois State University, Northern Illinois University, Southern Illinois University at Carbondale, Southern Illinois University at Edwardsville, University of Illinois at Urbana-Champaign, and Western Illinois University	The objective is to provide preparation for the occupational education personnal whose needs are not being served by the present delivery systems. Specific objectives include audience identification, needs, and resources assessment, and inventory of available resources.	14,000
12. A Comprehensive Educational Planning Program for Post Secondary Education in an Area of Rapidly Expanding Population	Waubonsee Community College	Aurora College, Elgin Community College, Judson College, and Northern Illinois University in cooperation with affiliated Educational Agencies	The objective of this program is to create a comprehensive planning project for all aspects of post-secondary education that will provide a program that determines needs and constructs delivery systems that will satisfy the various post-secondary requirements for the citizens in the Kane County area. The program will involve educational agencies and the general public from the common schools through programs for senior citizens.	13,000

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13. Plan and Evaluate a Community College Learning Resource Center	William Rainey Harper College	Elgin Community College, Joliet Junior College, Moraine Valley Community College, Morton College, Triton College, and Waubonsee Community College	A study has been designed to identify resources currently available, the organizational structure needed to operate a Learning Resources Center Cooperative, the feasibility of a system of duplication and distribution, and the legal implications of ownership of locally produced materials.	
14. Central Illinois Cultural Affairs Consortium — renewal	Bradley University	Eureka College, Illinois Central College, Illinois State University, Illinois Wesleyan University, Knox College, Lakeview Center, Lincoln College, Millikin University, Monmouth College, Parkland College, Carl Sandburg College, Sangamon State University, University of Illinois at Urbana-Champaign, and Western Illinois University	Continuation and expansion of its first six-month's operation is sought. A full-time director is requested as compared with the present one-half time position, and the number of member institutions will be expanded. Current activities include: directory of artists and facilities, cultural exchange, resource/referral center, primary and secondary school, block booking to cultural activities, and bi-annual poster calendar.	8,000
15. Inter-Institutional Cooperative Program in Business and Administration	Chicago State University	Prospective institutional participants: community colleges, private liberal arts colleges, private universities, and business associations	Funds are requested to develop a cooperative program in business and administration to establish a planning and advisory group of representatives of institutions of higher education and of commerce and industry, and to proceed to implement a cooperative program with special emphasis on minority groups and women.	17,500
				8,000

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16. Interinstitutional Software Dissemination Project for Computer-Assisted Instruction in Economics	Northern Illinois University	Illinois State University, Northeastern Illinois University, Western Illinois University; and 20 participants from community colleges	The project is a multi-institution, multi-level program designed to provide Illinois community colleges with recently-developed economics software for computer-assisted instruction and to train 20 community college faculty members in a two-week workshop in the uses of CAI materials in economics.	8,500
17. Development of the Rockford Academic Center--renewal	Rockford Regional Academic Center	Institutions that will be invited to participate are Beloit College, Highland Community College, Northern Illinois University, Rock Valley College, University of Illinois and University of Wisconsin	The development will take these steps: recruit an executive director, organize an operational board, seek a merger with the Rockford Area Engineering Graduate Study Council, and develop cooperative arrangements with institutions of higher education.	30,000
18. Education of Health Sciences Librarians Through Joint Use of Faculty and Facilities of Rosary College Graduate School of Library Science and Loyola University Stritch School of Medicine--renewal	Rosary College	Loyola University	The two institutions propose to institute an expanded program of courses for the preparation of health sciences librarians. It will include 19 newly reorganized courses in Medical Librarianship and the addition of a practicum course in cooperation with other area health care institutions.	7,700
19. Statewide Community College Interinstitutional ITV Cooperation Program	Illinois Eastern Junior College	In cooperation with the Illinois Junior College Board	This project will provide for continuation of two projects on ITV conducted during the spring and summer of 1973, supported by Disadvantaged Funds from the IJCB. The project will provide for a series of in-service workshops and information gathering, and movement toward a statewide network.	10,000

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20. Development of an Information System as an Instrument for Long-Range Institutional Planning Within a Consortium--renewal	West Suburban Intercollegiate Council	Aurora College, George Williams College, Illinois Benedictine College, and North Central College	The Council proposes to explore cooperative activities among the four institutions, and develop an information system that includes factors affecting both instructional and non-instructional functions that can be done on a cooperative basis.	12,000
21. Establish and Develop an Inter-Institutional Teacher Education Field Center--renewal	The Chicago Consortium of Colleges and Universities	Academic Affairs Conference of Midwestern Universities (Ball State University, Illinois State University, Northern Illinois University, Southern Illinois University at Carbondale); and the Chicago Board of Education, Bureau of Teacher Recruitment and Student Teaching	A broad-based teacher education field center is proposed. The project provides for expansion of the newly established field center at Orr High School, making a total of 13 institutions that would use the center. New pre-service programs for college students and in-service programs for teachers will be conducted.	10,000

APPENDIX C

A BRIEF PICTURE OF THE RECENT HISTORY OF INTERINSTITUTIONAL COOPERATION IN ILLINOIS

The recent history of higher education in the State of Illinois is reflected in three master plans of the Board of Higher Education that have spanned the past nine years. Each phase addressed emerging educational needs: Master Plan, Phase I, gave impetus to the development of community colleges; Phase II extended educational opportunity through additional institutions, with the establishment of Sangamon and Governor's State Universities as upper level campuses mandated to be innovative; and Phase III developed the common market concept, calling for new delivery systems and increased efforts toward interinstitutional cooperation.

The interest in interinstitutional cooperation and innovation among educators in the State of Illinois extends over many years, and these interests and styles provide the basis for many cooperative and innovative activities. Many of these cooperative, interinstitutional activities are described in a "Survey of Interinstitutional Cooperation in Illinois" submitted to the Illinois Board of Higher Education (IBHE) on April 4, 1972. Eighty-eight institutions (44 public and 44 private) responded to the request, and the survey found 190 existing interinstitutional cooperative programs, and 30 others in the planning stages.

The report reached these general conclusions:

1. Over ninety per cent of the returns indicated that institutional autonomy is not eroded as a result of cooperation.

2. Most cooperative programs are undertaken at the undergraduate level and there is considerable potential for cooperative graduate programs.

3. There are various arrangements for cooperation; most are formal, voluntary forms, established by contract, written agreement or incorporation.

4. Governance mechanisms also vary from those which are highly structured to those completely unstructured.

5. There is considerable potential for consideration in administrative-technical areas.[1]

Interest in interinstitutional cooperation has been evident in the Illinois General Assembly which approved unanimously in 1971 a joint resolution mandating the IBHE to foster and support interinstitutional programs and activities across the State. The resolution referred to "new and innovative cooperation models including both public and non-public institutions of higher education," and it directed the Board to proceed to "prepare plans and enabling legislation for implementation. . . ." And in July, 1972, the General Assembly passed House Bill 4528, appropriating $350,000 to promote interinstitutional cooperation. House Bill 4528, with its inclusion of private

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1/ Illinois Board of Higher Education. Survey of Interinstitutional Cooperation in Illinois. Chicago: The Board of Higher Education, 1972. p. 87.

colleges, is consistent with the report of The Commission to Study Non-Public Higher Education in Illinois, which recommended establishing a fund to assist in the development of programs of interinstitutional cooperation among clusters of private and public institutions.[2]

The IBHE built upon this base of voluntary interinstitutional cooperation in its Master Plan, Phase III, which was adopted by the State Board in May, 1971. Recommendations Three and Four are:

> 3. Explore with the governing systems new delivery systems to address the problems raised in the Carnegie Commission's report, "Less Time, More Options" and other pertinent problems.
>
> 4. Establish a task force to study and to the extent possible recommend implementation of a Collegiate Common Market that utilizes the existing and developing resources of the public and private sectors to broaden and maximize educational opportunities and reduce duplication.
>
> a. The Board will give high priority, in its review of new and existing programs, to those programs which reflect efforts toward interinstitutional cooperation.
>
> b. The task force will consider alternative mechanisms for the operation of the Collegiate Common Market including as one alternative, the establishment of regional councils.[3]

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[2] The Commission to Study Non-Public Higher Education. Strengthening Private Higher Education in Illinois. Chicago: The Board of Higher Education, 1969. p. 68.

[3] Illinois Board of Higher Education (IBHE). A Master Plan for Higher Education in Illinois: Phase III--An Integrated State System. Chicago: The Board of Higher Education, Chicago, 1971. p. 11.

The Collegiate Common Market Task Force (CCMTF) was established in 1971, with broad representation. During the early CCMTF deliberations, another ad hoc committee of the IBHE, The Committee on New Institutions, made its report which was adopted by the BHE in December, 1971. The Committee did not find a need for new senior institutions in Illinois but it favored "greater use of existing facilities and the adoption of new methods of delivery."[4]

The CCMTF made its final report to the IBHE at the April, 1973, meeting, and the report and its two recommendations were approved by the Board at that meeting. The recommendation on regional councils states:

> Establish voluntary regional councils among existing institutions in Illinois in order to promote inter-institutional cooperation at the post-secondary level on a regional basis, to encourage the development of new programs and methods within and among existing institutions for increasing access to post-secondary education, and to assist in meeting the objectives of the new non-campus, non-traditional university.

The IBHE again considered non-traditional and cooperative education at its September 1973 meeting, and passed the following resolution:

> The Illinois Board of Higher Education, at its April, 1973, meeting endorsed the recommendations of its Collegiate Common Market Task Force. By doing so, the Board put itself on record in support of inter-institutional cooperation and non-traditional higher education delivery systems.

4/ Report of The Committee on New Institutions to the Board of Higher Education. Chicago: The Board of Higher Education, 1971. pp. 3-5.

> The April action of the Board was the latest in a series of efforts to further these twin goals. The Board had worked actively on behalf of the Higher Education Cooperation Act, the Quad-Cities Graduate Study Center and the Board of Governors degree.
>
> Therefore, the Board reaffirms its support of and cooperation with such non-traditional and innovative cooperative higher education efforts and encourages all public and private colleges and universities to continue to expand such activities.
>
> Furthermore, the Board requests the Executive Director to bring recommendations to the Board for the implementation of this resolution.

Pursuant to this resolution, the chief officers of the five systems of higher education and the executive director of the IBHE, appointed a committee consisting of IBHE staff members and the chief program officers of the five systems to re-examine the report of the CCMTF and to formulate specific recommendations pertaining to non-traditional delivery systems.

At its May, 1974, meeting, the chief system officers approved the recommendations on non-traditional and cooperative education that were developed by the committee, and the IBHE discussed these recommendations at its June meeting, with action scheduled for July or later. Recommendation Number Six focuses on interinstitutional cooperation:

> The Board of Higher Education, through the Higher Education Cooperation Act, should continue to encourage the development of voluntary regional councils within Illinois and contiguous areas of neighboring states. The geographic boundaries of these councils should not be rigidly defined, and

any institution should be permitted to belong to more than one regional council, commensurate with the scope of that institution's interests and activities. Funds for the Higher Education Cooperation Act should also continue to be used to develop specific interinstitutional and cooperative projects.